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ABSTRACT

Project recommendations, as a result of five task force surveys of human, fiscal and physical resources of higher education institutions in New York City, as well as delineation of specific regional problems, especially in area of admissions, counseling and guidance, data collection, facilities, finances and programs and research, are presented. (NF)

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PROPOSAL FOR THE ESTABLISHMENT OF A NEW YORK CITY REGIONAL CENTER FOR LIFE-LONG LEARNING

Submitted in support of a Grant under Title I of the Federal Higher Education Act

June 26, 1972

New York City

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Introduction

It is important to an understanding of the context in which this proposal is presented to review the nature and role of the New York City Regents Advisory Council, under whose aegis this project will be administered through Pace College.

In September of 1971, the Board of Regents of the State of New York designated the five boroughs of the City of New York as a pilot planning region for higher education, and appointed the Regents Advisory Council, an 18 member board which includes seven chief executives of public institutions, nine presidents of private institutions, and two "public at large" representatives. (See Appendix A). This Council was charged with the development of a report to be submitted in June of 1972 to the Board of Regents. The Council accepted as its charge a survey of the human, fiscal and physical resources of higher education institutions in New York City, as well as a delineation of specific regional problems, especially in the area of admissions, counseling and guidance, data collection, facilities, finances, and programs and research. In addition, the Council planned to recommend mechanisms and structures which would lead to a greater sharing of institutional resources.

To accomplish these objectives, the Regents Advisory Council appointed five Task Forces in November of 1971: The Full Utilization of Resources; Libraries and Major Facilities; Professional Programs; Graduate Programs, and Cooperative Programs for the Disadvantaged. Task Force members were selected by a subcommittee of the Regents Advisory Council from nominations submitted by the chief executive officers of all institutions of higher education in the New York City region. These Task Forces met frequently from December to March to formulate findings and recommendations for presentation to the Council.

Of particular significance to this project was the work of the Task Force on Cooperative Programs for the Disadvantaged, whose report highlighted specific problems and recommended action regarding guidance and counseling, financial aid, and alternative approaches to remediation and other academic programs for the disadvantaged. (See Appendix B).

In addition, in its June 9, 1972 report to the Board of Regents of the State of New York, the Regents Advisory Council specifically recommended the development of a New York City Regional Center for Life-Long Learning. (See Appendix C, page 34). The principle upon which the proposal for the Center is founded is consistent with the concept of full utilization of potential resources as espoused by the Board of Regents and the Association of Colleges and Universities of the State of New York (ACUSNY). The Center would draw upon the full resources of higher education institutions, cultural institutions (museums, libraries, and galleries), proprietary schools, and institutes within business and industry to assist in (1) improving educational opportunities and services; (2) providing greater program effectiveness and long-range economies; and (3) developing new programs and institutional arrangements.

3.1 Problem

There is an ever-increasing need for responsive, non-traditional postsecondary educational programs that (1) meet basic skills, as well as the specialized skills demanded by a rapidly changing technology; (2) recognize the benefit of non-school experiences; and (3) reflect changes in career patterns requiring retraining for new positions or updating of skills.

To meet these needs, the New York City Regents Advisory Council has recommended the establishment of a New York City Regional Center for Life-Long Learning. (See Appendix C, page 34). This Center would become (1) a clearinghouse for the collection and dissemination of information about the availability of post-secondary educational opportunities; (2) a guidance, counseling and referral center; (3) a catalyst for the development of cooperative programs to meet regional needs; and (4) a contractor for specific programs and services under State and Federal grants.

This specific proposal is the first step toward the development of the New York City Regional Center for Life-Long Learning, and as such will establish mechanisms for the collection of data about existing collegiate and non-collegiate postsecondary educational opportunities available in New York City and for the development of a guidance, counseling and referral system.

3.12. In late 1971, the New York City Regents Advisory Council, acting under the aegis of the Board of Regents of the State of New York, formed five Task Forces representing the private and public institutions of higher education in New York City. The Task Forces were charged with the responsibility of investigating and reporting on various areas of higher education and recommending specific ways in which the total human, fiscal and physical resources

in the New York City region could be developed and encouraged. It was assumed that such a utilization of regional resources would increase the postsecondary educational opportunities of New York City residents and result in long-term economies.

Specific recommendations and findings reported by these Task Forces have formed the basis for the creation of a New York City Regional Center for Life-Long Learning. In addition, they have encouraged the submission of this proposal to initiate the development of information about collegiate and non-collegiate courses and programs, and a guidance, counseling and referral system.

Data Collection

The Task Forces reported that much of the information about programs and courses was lacking in compatibility and comparability, and was in some cases misleading. On further analysis, it has become evident that little, if any, information exists about non-traditional postsecondary programs and courses at museums, libraries, proprietary schools, and institutes within business and industry.

The Council responded to the need for information about such programs and courses by specifically recommending:

> The development of a central data bank under the aegis of the regional coordinating council and a uniform reporting system, which would "...maintain information on manpower needs and developments as well as inventories of all instructional resources, and would serve as the basis for drawing up regional plans and for continuous updating." (See Appendix C, page 25).

In addition, the Council recommended the creation of the New York City Regional Center for Life-Long Learning:

> Concomitant with the development of data about traditional degree programs, the Council recommends the creation of a center for life-long learning programs which would, among other things, inventory existing postsecondary collegiate and non-collegiate non-degree programs and courses. (See Appendix C, page 34).

Counseling and Guidance

The Task Force on Cooperative Programs for the Disadvantaged addressed itself, among other things, to the special needs of the adult disadvantaged student. They noted that this student requires special consideration because:

> (1) He does not come directly from high school, or may not have completed high school; (2) he may find it more difficult to adjust to the rhythm of college work; (3) he may have financial commitments often greater than those of younger students; and (4) he may require a more flexible academic program specifically adapted to the needs of part-time education, permitting him to combine work and study. (See Appendix B, page 8).

Two of the recommendations proposed by the Task Force are directly relevant to this proposal:

> Appropriate testing materials should be developed to facilitate an evaluation of the older student's ability to do college level work and for placement.
>
> The college program should provide sufficient remedial work to enable the older student, who has not completed high school, to satisfy college entrance requirements at the same time he obtains college credit toward his degree. (See Appendix B, page 8).

The Task Force which singled out this particular problem consisted of faculty and staff members who directly serve the disadvantaged student at institutions of higher education in the region. As such, they were aware of the Federal, State and local services to the adult disadvantaged student that are available at their own institutions, but felt the need to know what additional post-secondary educational services were offered within the total community. This proposal will not only develop a compendium of postsecondary education services, but will also encourage and assist a greater number of disadvantaged students to seek and find such services in existing institutions (educational, cultural, proprietary, and industrial). Furthermore, the development of the counseling, guidance and referral system will attempt to overcome the initial fears and frustrations that entry into postsecondary educational institutions may hold for adults, particularly those who are economically disadvantaged.

3.2 Population and Planning

New York City has over 75 private and public institutions of higher education and a like number of non-collegiate postsecondary institutions that offer some form of specialized training which may or mat not grant certificates of achievement. The programs offered by these institutions reflect New York City's position as a world center of cultural, economic, intellectual, political, religious and social activities, as well as its ethnic diversity. Table 1 indicates the importance of New York City's position in higher education in the State of New York and these United States.

Table 1

Higher Education Degrees Granted
By Level of Degree in New York City,
New York State, and These United States
1969-1970[1]

Degrees	New York City		New York State		United States	
	Number	NYC %	Number	NYC %	Number	NYC %
Associate	7,378	100	27,158	27.2	206,753	3.6
Baccalaureate	26,925	100	67,481	39.9	798,070	3.4
Master's	15,232	100	26,811	56.8	209,387	7.3
First Professional	2,078	100	3,517	59.1	35,252	5.9
Doctor's	1,800	100	3,292	54.7	29,872	6.0
Total	53,413	100	128,259	41.6	1,279,334	4.2

1 Earned Degrees Conferred, Hooper, M.E., National Center for Educational Statistics, U.S. Office of Education, 1969-70.

In addition, it is estimated that the postsecondary learning audience in the 22 - 55 age group in the New York City region is 1,000,000. Of that number, New York City institutions of higher education enrolled 188,240 full-time and 157,575 part-time undergraduates and graduate student in the academic

year 1970-71. Although no accurate statistics are available, it is estimated that at least an additional 20 - 25,000 adults are enrolled in other forms of specialized training programs in the New York City region. Over 500,000 adults are not presently enrolled in any form of higher education; at least 250,000 have had no form of postsecondary education or have not completed their postsecondary education. It is further estimated that by September, 1974, from 30 - 40,000 individuals will avail themselves annually of the services of the New York City Regional Center for Life-Long Learning.

3.21. As indicated earlier, this project was an outgrowth of a number of recommendations from the Task Forces created by the New York City Regents Advisory Council to investigate and report on ways in which the full resources of the New York City region could be used to increase the postsecondary educational opportunities available to its residents and to effect long-range savings. The Council specifically recommended the creation of a New York City Regional Center for Life-Long Learning. Pace College, whose President is Chairman of the Regents Advisory Council, has agreed to sponsor this project, which represents the first step toward the development of an operative center. Dr. William S. Fuller, director of the staff of the Regents Advisory Council, Dr. Ronald Lee Gaudreau, Consultant on Higher Education, and Dr. Joseph Gruber, Assistant to the President of Pace College, have been charged with the responsibility for preparing and submitting the proposal, and supervising the project, if approved.

3.22. The New York City Regents Advisory Council and its Task Forces, representing over 75 public and private higher education institutions, provided the impetus for the development of this project. The staff of the Regents Advisory Council and representatives of Pace College, after consultation with representatives of the New York State Education Department, and schools and

departments of continuing education, have planned and submitted this proposal.

3.23. Local residents will be involved at every level of the project - the Council, participating institutions, Task Forces, consultants, and staff. Most important, however, will be the involvement of the target population and their representation. Adult students in the School of Continuing Education at Pace College and other institutions will be used to pre-test and test all questionnaires and displays of information which are part of the inventory as well as all materials developed for the guidance, counseling and referral system.

After the development of the guidance, counseling and referral system, additional representatives of the target population will be used to test the concept that such a system will enable the adult to meet his needs and desires for postsecondary education.

3.3 Objectives

The basic objective of this project is to develop an information, and counseling, guidance and referral system for the New York City Regional Center for Life-Long Learning that will provide adult residents of New York City with accurate information about the nature and variety of postsecondary educational and training programs. This system will generate information about collegiate and non-collegiate postsecondary programs, and optional routes to candidacy for an academic degree, through the University Without Walls, Empire State College, and the Regents External Degree programs.

The need to develop an information, and guidance, counseling and referral system is predicated on the assumptions that (1) disadvantaged adults are not aware of the educational opportunities which exist; (2) institutions cannot develop educational and training programs responsive to the needs of a community until they know those needs; and (3) the availability of information about educational opportunities and effective guidance and counseling will increase individual motivation to attend institutions offering general or specialized postsecondary training.

The landmark study of adult education sponsored by the Carnegie Corporation (Johnstone and Rivera, 1965)[1] has indicated the present and potential needs to which this project is addressed:

> Seventy-one per cent of the adults expressed a desire to learn more about a particular area. (Extrapolated this would imply that about half of the adult population would be regarded as potential students).
>
> Socioeconomic status plays a significant role in educational motivation:
>
> - Men and women from lower socioeconomic levels are more likely to take courses to prepare for new jobs

[1] Volunteers for Learning, Johnstone, J.W.C., and Rivera, R.J., Chicago, Aldine, 1965.

than to advance in present ones, whereas the opposite is true for those of higher socioeconomic levels.

- The higher the socioeconomic status the more likely the individuals were to know of the availability of educational facilities.

The ultimate goal of the New York City Regional Center for Life-Long Learning is to provide disadvantaged adults with information about the availability of postsecondary educational opportunities and to encourage them to seek learning appropriate to their specific needs. In addition, the Center will encourage postsecondary institutions to develop flexible, non-traditional programs to serve a target population of over 250,000 adults.

3.4 Program

The collection and dissemination of data about collegiate and non-collegiate postsecondary programs and the development of a counseling, guidance and referral system is a positive first step toward encouraging individuals not usually aware of the diversity of postsecondary educational opportunities to seek learning experiences appropriate to their specific needs.

3.41. The random sampling of Continuing Education programs at colleges and universities conducted by Syracuse University under Title I of the Higher Education Act of 1965 will not be duplicated by this program. The Syracuse University study, furthermore, supports and encourages the development of a center for the collection and dissemination of information about the availability of postsecondary educational opportunities.

3.42. This project will be executed in two phases: Phase I, the inventory of existing postsecondary programs of Continuing Education in collegiate and non-collegiate institutions, will require approximately one year - July, 1972 to June, 1973. Phase II, the development of a counseling, guidance and referral system, will require approximately 18 months - January, 1973 to June, 1974.

3.43. The community and target population will be directly and indirectly represented at various stages in the development of the proposal. A Task Force of representatives of collegiate and non-collegiate postsecondary institutions will be appointed to assist in the development of an inventory rationale, format, and methodology, and will meet periodically to discuss current and future programs. A second Task Force will develop a counseling, guidance and referral system. Representatives of the target population will

be used, as well as other members of the community, in participant reaction surveys in order to test the viability of both phases of the project - the inventory and the guidance, counseling, and referral systems. Such participants will be readily accessible through the School of Continuing Education at Pace College and other institutions represented on the Council.

3.44. Presented on the following pages are two flow-charts. Figure I illustrates the organizational relationships of the various elements of the project. Figure 2 indicates the functional relationships between the Council, Task Forces, and the staff. In this figure, it is assumed that the target population and the participating institutions are involved in each step through their representatives.

The time schedule for this project is represented in three ways: that of the Council, the Task Forces, and the staff. The Council, which meets on a monthly basis, will have this project as a prime item on the agenda every third month, i.e. September, December, March and June of each year. Such a schedule will readily allow action by the Council within the limits of the Federal fiscal year.

The two Task Forces will meet each month in order to insure that the project is not being delayed, that the guidelines are being followed, and that the results of staff work are as anticipated. This monthly timetable will also insure the capability of redirection of the project, if necessary. It is expected that the preliminary staff work which is necessary in order to appoint the Task Force and to prepare for the first meeting will be completed by August 31, and that the first meeting of the Inventory Task Force will be in September, 1972. The preparations leading to the appointment of the Regional Center Task Force should be completed in time for their first meeting in March, 1973.

FIGURE I

Organization and Functions of the New York City Regional Center For Life-Long Learning

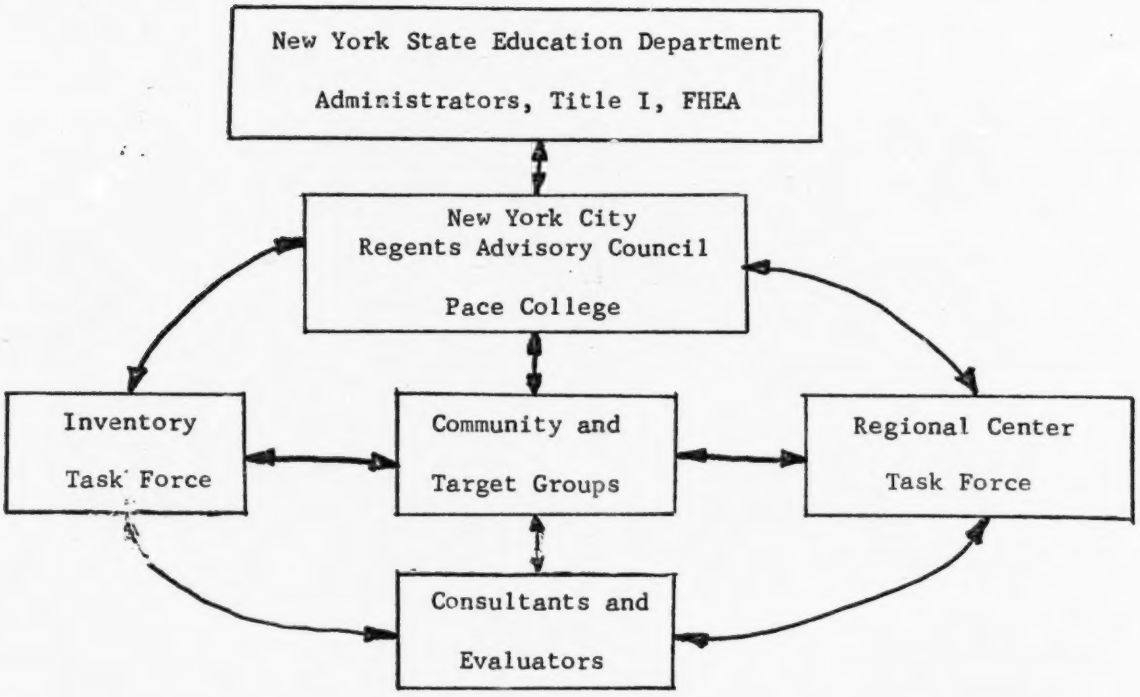
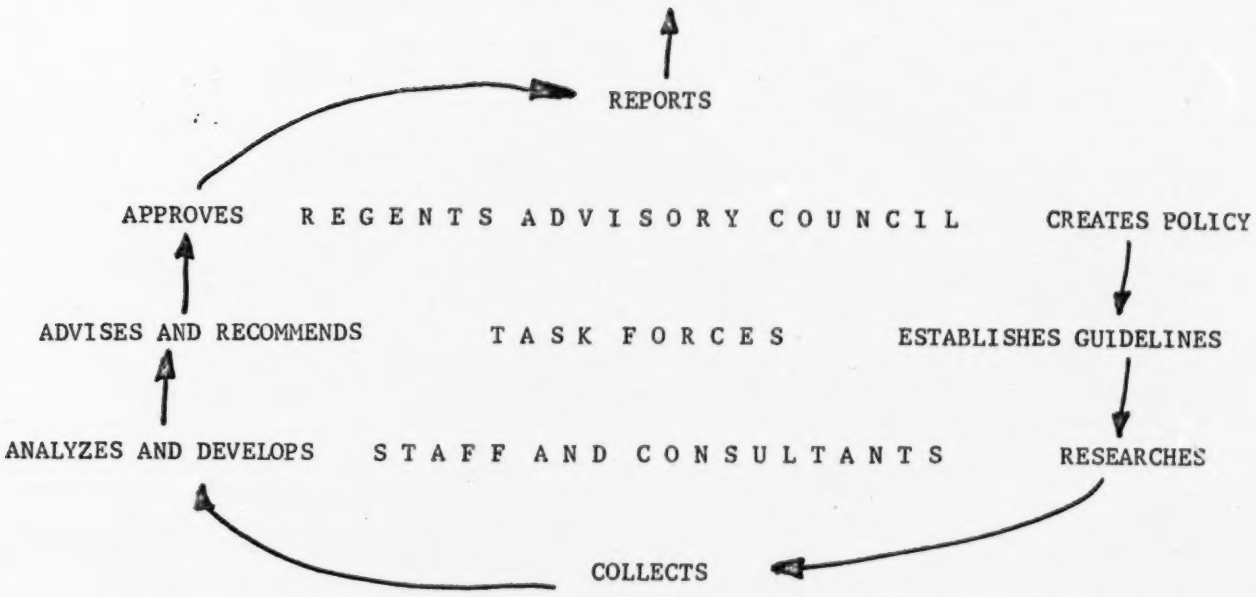


FIGURE 2

Organization and Functions of the New York City Regional Center

For Life-Long Learning



The following is a preliminary timetable of activities which the staff will accomplish as inputs to the Task Forces and to the Council:

July - August, 1972

1. Create list of institutions which offer postsecondary education
2. Begin research activities and develop bibliography on postsecondary continuing education
3. Start development of a data collection instrument

September - October, 1972

1. Continue activities listed above
2. Pre-test data collection instrument

November - December, 1972

1. Develop design of data system using results from the pre-test of the data collection instrument
2. Begin collection of data

January - February, 1973

1. Continue collection of data
2. Begin analysis of data
3. Evaluate progress of project

March - April, 1973

1. Continue collection and analysis of data with a follow-up on those institutions not reporting
2. Begin development of the referral system

May - June, 1973

1. Report to New York State Education Department on progress at end of first year
2. Begin pre-test on the proposed referral system

July - August, 1973

1. Adapt inventory data for use in the referral system
2. Develop ongoing procedures for future updating of data and full implementation into the information system
3. Evaluate the test of the referral system

September - December, 1973

1. Develop materials for use in the counseling and guidance portion of the referral system

January - March, 1974

1. Institute a pilot test of the counseling and guidance materials
2. Evaluate the entire program

April - June, 1974

1. Implement the complete referral system

This schedule becomes less detailed in the second of the two years since it is impossible to anticipate the problems that may be involved in the development of the first phase. For example, the second phase cannot be implemented until the inventory of programs has become operable.

This timetable will be updated every three months with the report to the Council, which will serve as an additional evaluator of the project through its review of the activities of the staff and Task Forces on a quarterly basis.

3.45. The Regents Advisory Council will support this project in two ways. First, the Council's staff will provide overall guidance and supervision of the project. Secondly, the members of the Council will insure the cooperation of their respective institutions, through the provision of information relative to Continuing Education programs, and the appointment of staff to serve on the Task Forces and evaluation teams.

The community will support this project by evaluating on a continuing basis the activities of the Life-Long Learning Center. Each person receiving assistance at the Center will be issued a card requesting reactions to the services rendered.

3.46. It is anticipated that four professionals, one secretary, and eight consultants will comprise the project team. In addition, at least one representative from each institution (higher educational, cultural, proprietary, business and industrial) will be directly involved in the project, exclusive of Task Force participation. These persons will serve as institutional liaisons to the project team and Task Forces with regard to all requests for information and assistance on the project.

3.47. It is anticipated that the full implementation of both the information, and guidance, counseling and referral systems will result in a greater number of adults seeking and finding postsecondary educational oppor tunities appropriate to their needs.

3.48. It is hoped that the implementation of the information, and guidance, counseling and referral systems will result in (1) more responsive and flexible non-traditional courses and programs; and (2) greater recognition of the need for and the advantages of a variety of non-traditional educational experiences, admissions criteria and student and course evaluations.

3.5 Potential for Duplication

The potential for duplication is great within other regional organizations in New York State. The project has an equally good opportunity for duplication in the major metropolitan areas in the United States. These areas not only have similar target populations, but also have many other similarities regarding various kinds of institutions and programs.

3.51. The initial results of this study will be reproduced and distributed to institutions in New York State and appropriate state organizations throughout the country. This report will include:

1. The objectives and goals of the Center and the project;
2. A summation of the information, and counseling, guidance and referral systems designed;
3. An initial evaluation of the two systems.

Periodic evaluations will be made, and results will be distributed annually. Furthermore, a three-year longitudinal study will be undertaken to determine the effect such systems have had upon individual users.

3.6 Institutional Capability

The proposal is being submitted by Pace College, which will administer the program under the aegis of the New York City Regents Advisory Council. Through the Regents Advisory Council and its successor, Pace College is guaranteed the cooperation and active participation of representatives of the public and private postsecondary institutions in New York City. In addition, the staff of the Regents Advisory Council will assume general administrative responsibility for the project.

3.61. Through its School of Continuing Education, Pace College has developed several programs which are directly related to postsecondary needs of the non-traditional student:

1. A provisional matriculation program for high school graduates who do not meet the college's regular admission requirements but who have demonstrated sufficient potential to warrant a one-year trial program specifically structured to their needs. In this program, the year's work has been spread over trimesters instead of two semesters, so that the student carries a reduced academic load at any given time and therefore is able to adjust more easily to the academic demands of higher education. In addition, a diagnostic testing program in reading, English, and mathematics is administered at the beginning of the year. The student is assigned to smaller classes and reading workshops, when the need for remediation or special attention has been indicated. Guidance and counseling are provided throughout the year. Through this program, many disadvantaged students have been able to develop their latent capacities, adjust to college, and qualify for transfer as sophomores to the other schools of the college and complete a two-year or four-year degree program.

2. A part-time program under which students may attend classes from 7 a.m.

to 9 a.m. before they report to their jobs, or evenings from 5:30 p.m. to 10 p.m., or weekends for those whose personal or work commitments prevent them from attending classes during the week.

3. A "New Directions" program under which women who had interrupted their college education in order to raise a family may return to college and complete their program of studies. A "Little School", conducted by the School of Education, is available where young children can be left while the parent is in class.

4. A "Center for Data Processing" where training is provided for all levels of computer operation and programming on a certificate basis, but where the student can qualify for degree credit by meeting the academic requirements including assignments and examinations.

5. A "Bachelor of Professional Studies" program under which students may qualify for degree credit for appropriate life-experience as evidenced by certifications obtained or proficiencies demonstrated.

Through the foregoing credit programs, as well as the Adult Education Program, Career Advancement Program (in cooperation with the National Council of Negro Women), and other non-degree credit programs, Pace College has been endeavoring to ascertain and meet the educational needs of as many "non-traditional college students" as possible.

3.62. The institution in this case will be the Regents Advisory Council. One of the major purposes of the project is to conduct an internal survey of all institutions of higher education in New York City, as well as other cultural, proprietary, and industrial institutions. This project addresses itself directly to an examination of institutional and community opportunities for postsecondary adult education.

3.63. This project will set forth a plan for the development of an information, and guidance, counseling and referral system through the establishment of a New York City Regional Center for Life-Long Learning. The Center will be a regional - not institutional - service organization for individuals and institutions involved or interested in postsecondary education.

3.64. Approximately 7.6 per cent of the budget of Pace College is currently devoted to programs for continuing and extension education.

3.65. The Regional Center for Life-Long Learning will operate out of an office provided by Pace College. It will act as (1) a clearinghouse for information about the availability of postsecondary educational opportunities; (2) a guidance, counseling and referral center; and (3) a catalyst for the development of cooperative programs to meet regional needs.

3.7 Resources

The full staff resources of the Council will be available for use in this project (the professional staff and the Council members). Phase I will require the services of individuals with expertise in the development of data systems and data acquisition and manipulation. Phase II will require the services of individuals trained to use such data for guidance, counseling and referral systems.

3.71. Specialists and consultants will be required to implement several portions of the project. For example, an expert in the field of data systems and information retrieval will be required. Sociologists and psychologists will assist in the development of the counseling and guidance system. To give the project impetus and visibility, a public relations specialist with a background of contact with minority groups will be required.

In addition to these experts, the faculty and staff of all postsecondary institutions in New York City will be available for use through the activities of the Council.

3.72. Pace College is contributing approximately $24,345 in salaries, fixed charges and space. The Council is contributing $29,400 in salaries, fixed charges and equipment. Additional support will come from other postsecondary institutions in the Council through participation in Task Forces, pilot tests, and the use of specialized personnel.

3.8 Evaluation

3.81. The two systems developed under this proposal - the information, and guidance, counseling and referral systems - will be evaluated by a panel of professionals prior to and during their operation, by means of follow-up interviews and questionnaires. Evaluative techniques will relate to (1) the motivational effects of the New York City Regional Center for Life-Long Learning upon individual users; (2) the extent to which the Center and its systems have assisted individuals in matching interests and needs to educational opportunities; (3) the effect of the Center and its systems upon individual attitudes toward postsecondary education; and (4) the impact of such a Center on the individual institutions. (It is anticipated that the major service and impact of the Center will be upon the adult who is seeking postsecondary educational opportunities. However, the same information may have significant impact upon the planning of the postsecondary institution for future course offerings and the decision-making process regarding continuation or elimination of existing programs).

3.9 Continuation of Institutional Involvement

3.91. The New York City Regents Advisory Council has specifically recommended the creation of the New York City Regional Center for Life-Long Learning. Thus, the information, and guidance, counseling and referral systems developed under this proposal would be implemented, developed and financed as part of the Center's basic service functions. As presently conceived, the Center would expand its operations beyond the development of these systems to include the following activities: (1) catalyzing the development of cooperative programs to meet regional needs; (2) contracting for specific programs and services under Federal and State grants; (3) evaluating the success of long-range regional plans and programs; and (4) coordinating intra-regional programs and with such inter-regional programs as the University Without Walls, Empire State College and the Regents External Degree.

3.10 Future Funding

A proposal for permanent funding of the New York City Regional Center for Life-Long Learning will be submitted to the Board of Regents of the State of New York in Fall, 1973, as the funding for this proposal terminates in September, 1974. In addition, applications by the Regents Advisory Council will be made for contracted services through the Federal government, and for specific grants from foundations.

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